

DATE ISSUED: April 14, 2010

ATTENTION: Members of the Land Use and Housing Committee  
Agenda of April 21, 2010

SUBJECT: Administration of Homeless Service Programs for the City of San Diego

REQUESTED ACTION:

- 1) Approve and recommend that the City Council approve the Memorandum of Understanding (MOU) between the City of San Diego (City) and the San Diego Housing Commission (Housing Commission) authorizing Housing Commission to administer City contracts related to homeless services.
- 2) Approve and recommend that the City Council approve the City of San Diego's 2010-2014 Consolidated Plan Substantial Amendment (Substantial Amendment), designating the Housing Commission as the administrator of homeless services in the City of San Diego.

STAFF RECOMMENDATION:

Approve the requested action.

SUMMARY

As a part of the Emergency Shelter Grant (ESG) and Community Development Block Grant (CDBG) programs, the City contracts with service providers to administer homeless shelter and service programs. The following chart indicates each program, service provider, and funding amounts and sources in the City's FY2010 homeless program portfolio.

PROGRAM/ PROVIDER	DESCRIPTION	ESG	CDBG	SDHC	TOTAL
Cortez Hill Family Center/ YWCA of San Diego County	Family Shelter for 150 homeless persons (approximately 45 families)	\$403,129	\$53,568	\$200, 000	\$656,697
Adult Winter Shelter Program/ Alpha Project	120 –day winter shelter for approx. 200 singles adults	\$195,000	\$93,000		\$288,000
Veterans Winter Shelter Program/ VVSD	120-day winter shelter for Veterans	\$23,000	\$202,000	\$8,500	\$233,500

<b>PROGRAM/ PROVIDER</b>	<b>DESCRIPTION</b>	<b>ESG</b>	<b>CDBG</b>	<b>SDHC</b>	<b>TOTAL</b>
Tent Construction/ VVSD	Tent set-up/tear down			\$43,500	\$43,500
Hotel Vouchers/ County of San Diego	Hotel/motel for families, seniors and disabled			\$50,000	\$50,000
Health Services/ St. Vincent de Paul	Medical services for winter shelter program			\$43,400	\$43,400
Neil Good Day Center/ St. Vincent de Paul	Day Center basic services for homeless	\$25,000	\$438,841		\$463,841
Regional Task Force on the Homeless	Data collection and reporting			\$45,000	\$45,000
City Services: Facilities maintenance, streets, water	Utility connections and monthly expenses for winter shelter operations			\$54,600	\$54,600
Contingency	To be used for emergency expenses or cost overruns	\$15,115			\$15,115
<b>TOTAL</b>		<b>\$661,244</b>	<b>\$787,409</b>	<b>\$445,000</b>	<b>\$1,893,653</b>

The Housing Commission has extensive experience administering the City's federal entitlement programs and the staff resources necessary to provide high quality homeless service program administration. In 2009, the Housing Commission created a new department, Special Housing Initiatives, responsible for administering over \$15 million in American Reinvestment and Recovery Act programs to include Neighborhood Stabilization Program (NSP) and Homeless Prevention and Rapid Re-Housing (HPRP). In 2010, the Special Housing Initiatives Department became solely focused on the homeless or at-risk-of-homelessness populations. The Housing Commission has also administered the City's HOME program for 16 years, including direct draw down of U.S. Department of Housing and Urban Development (HUD) funds and electronic reporting capability. Finally, the Housing Commission is the lead agency responsible for managing the City's permanent homeless facility project and has been actively involved homeless policy initiatives ending chronic homelessness.

Merging all homeless services under a single entity will provide a number of other benefits including; programmatic efficiencies, a more comprehensive and holistic approach to providing services as opposed to the current division of duties between the City and Housing Commission, and increased oversight and monitoring capacity.

The MOU (Attachment 1) stipulates that the Commission will assume administration of existing City contracts on July 1, 2010. The length of the MOU is two years with annual renewal after the first year contingent upon funding availability.

FISCAL CONSIDERATION:

The City's homeless services are funded each year through the annual ESG allocations and the San Diego Housing Commission. However, the combined total of these two sources (approximately \$1.1M per/year) is not enough to fully fund existing programs. In order to fill the funding gap, the City's Economic Development Department applies for CDBG funds through the annual CDBG allocation process.

- In FY10, the City received \$661,244 in ESG funds, \$445,000 in Housing Commission Funds, and \$787,409 in CDBG funds.
- In FY2011, the City expects to receive \$660,147 in ESG funds, \$445,000 in Housing Commission funds and has requested a \$856,809 allocation of CDBG funds.

Approval of the Substantial Amendment (Attachment 2) will allow the Housing Commission to directly draw down ESG funds from HUD, similar to the HOME program. The Commission will retain their annual funding as a secondary source and submit annual applications to the City for CDBG funding to fill the gap.

This action will have no impact on City General Funds.

PREVIOUS COUNCIL and/or COMMITTEE ACTION: None

COMMUNITY PARTICIPATION and PUBLIC OUTREACH EFFORTS:

The Substantial Amendment 30-day comment period was publically noticed beginning March 23, 2010 for 14 days in four local newspapers, [www.sandiego.gov.com](http://www.sandiego.gov.com), and [www.sdhc.org](http://www.sdhc.org). The 30-day public comment period runs from April 6, 2010 through May 5, 2010. The Substantial Amendment has been available for review on [www.sandiego.gov](http://www.sandiego.gov) and [www.sdhc.org](http://www.sdhc.org).

KEY STAKEHOLDERS and PROJECTED IMPACTS (if applicable):

San Diego Housing Commission, homeless service providers and persons homeless or at risk of becoming homeless.

Respectfully submitted,



William Anderson, FAICP, Director  
City Planning & Community Investment

Attachment(s): 1. MOU between City of San Diego and San Diego Housing Commission  
2. Substantial Amendment to the 2010-2014 Consolidated Plan

## MEMORANDUM OF UNDERSTANDING

This Memorandum of Understanding (MOU) entered into this \_\_\_\_\_ day of 2010, between the SAN DIEGO HOUSING COMMISSION, a public agency (Commission) and the CITY OF SAN DIEGO, a municipal corporation (City).

The term of this MOU is two fiscal years, beginning July 1, 2010 and ending June 30, 2012; the MOU must be renewed one year prior to the end of each fiscal year to ensure availability and allocation of funding. This MOU shall terminate on June 30, 2012 unless extended by the Commission and the City no later than June 30, 2011.

### RECITALS

WHEREAS, The City's Consolidated Plan estimates there are 6,500 homeless persons located within the City's jurisdictional limits; and

WHEREAS, The Homeless Action Plan included in the Consolidated Plan recognizes the need to continue and expand the involvement of nonprofit entities in the provision of shelter and services to the homeless and further recognizes the need to increase the availability of shelter beds to effectively serve homeless persons with special needs in an efficient and effective manner; and

WHEREAS, temporary shelter and services have been provided for homeless persons by the City (Emergency Winter Shelter, Cortez Hill Family Shelter, Neil Good Day Center, Homeless Data Management referred to as "Shelter and Service Programs" ) through a series of contractual arrangements with qualified shelter and service providers; and

WHEREAS, the City desires the Commission to accept the responsibility and authority to manage the contracts for operation of the Shelter Program;

NOW, THEREFORE, the Commission and the City agree as follows:

1. Beginning in July 2010, the Commission will be responsible to manage and oversee the contracts for provision of shelter and services for homeless persons as awarded by the City prior to July 1, 2010 and as awarded by the Housing Commission and/or Housing Authority for the remaining term of this MOU.
2. To provide temporary shelter, services and assistance to alleviate homelessness:
  - The Housing Commission will use City appropriated funds (and other sources as available) to support the shelter program.
  - The Housing Commission will manage the contracts to operate the Neil Good Day Center as awarded by the City to provide walk-in and referral services for homeless.
  - The Housing Commission will continue to fund data management services through the Regional Task Force on the Homeless at current level (\$45,000/year) if services and funding are deemed necessary.

- To assist families with access to transitional housing, case management, and support services: the Housing Commission will use Emergency Shelter Grant (ESG), Community Development Block Grant (CDBG) and any other funds available to support assistance to a minimum of 100 families through the Cortez Hill Family Center.
  - The City staff will facilitate utility hook ups for shelter tent operations (Facilities Maintenance, Water, Streets). Commission will be responsible for payment of service hook ups, utility payments, and costs associated with set-up/tear down of shelter program(s).
3. Sources of Funds: the City will dedicate 100% of funds received from the HUD ESG and will dedicate CDBG funding in accordance with Council Policy 700-02 to shelter and service programs during the term of the MOU. City and Housing Commission acknowledge that the current rate of City funding does not cover the entire cost of the shelter program and is contingent upon the ESG entitlement amount, other funding sources confirmed, and Council approval during the CDBG Application process. It is expressly understood that the Commission may terminate this MOU if adequate funding is not available through regular funding sources to operate the shelter program.
  4. To ensure the Commission's ability to properly manage the operational contracts, the City agrees to work with the Commission and HUD to facilitate the Commission's ability to directly access the ESG funds through the Integrated Disbursement and Information System (IDIS). It is understood that this MOU will not be effective until arrangements have been completed to ensure the Commission can directly access ESG funds.
  5. The Commission shall ensure compliance with CDBG, ESG, and/or other federal regulations and requirements with regard to administration and utilization of the CDBG and ESG funds and ensure all subcontract compliance through monitoring reviews are conducted by Commission staff and documented.
  6. Funding available through CDBG will be subject to the City's reimbursement process. Prior to July 1, 2010 the City will provide a detailed description of the documentation that will be required from the Commission for the reimbursement of funds provided through CDBG. The City agrees to process reimbursement requests from the Commission within 30 days of receipt, provided said documentation is included with the reimbursement request.
  7. Commission shall, in a timely manner, provide City with all ESG and CDBG data and narrative as requested to complete the Annual Action Plan, Consolidated Annual Performance Evaluation Report, and monitoring reports, and any other reports and documents required by the CDBG Program office

Either the Commission or the City may terminate this MOU for any reason by providing 90 days written notice to the other.

SAN DIEGO HOUSING COMMISSION

CITY OF SAN DIEGO

BY: \_\_\_\_\_

BY: \_\_\_\_\_

DATE: \_\_\_\_\_ DATE: \_\_\_\_\_

APPROVED:

OFFICE OF THE CITY ATTORNEY

CHRISTENSEN & SPATH LLP

A California Limited Liability Partnership

BY: \_\_\_\_\_

BY: \_\_\_\_\_

General Counsel

City Attorney

San Diego Housing Commission

City of San Diego

DRAFT

**Date of Public Notice: March 23, 2010**  
**PUBLIC NOTICE OF A SUBSTANTIAL AMENDMENT TO THE CITY OF SAN  
DIEGO'S 2010-2014 CONSOLIDATED PLAN**

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**PUBLIC NOTICE:** The City of San Diego (City) and San Diego Housing Commission (Housing Commission) are inviting comments on a proposed substantial amendment to the City of San Diego's 2010-2014 Consolidated Plan (Consolidated Plan). The public comment period begins April 6<sup>th</sup>, 2010 and ends May 5<sup>th</sup>, 2010. Comments must be submitted by May 5<sup>th</sup>, 2010 to be considered by staff and decision making authorities in their final review of the proposed amendments. Please send your written comments to: Victoria Joes, San Diego Housing Commission, 1122 Broadway, Suite 300, San Diego, CA 92101 or e-mail your comments to [victoriaj@sdhc.org](mailto:victoriaj@sdhc.org)

**SUBJECT:**

The City is proposing to transfer administration of the Emergency Shelter Grant (ESG) to the Housing Commission. The ESG program provides funding for programs that help persons who are homeless and their families. ESG can be used for shelter rehabilitation: operations and maintenance of a homeless facility: supportive services for persons who are homeless (e.g., job training or child care): and homeless prevention activities.

The Substantial Amendment also identifies the Housing Commission as the lead agency for the HOME program, as previously approved by San Diego City Council, Resolution R-284352, adopted on July 26, 1994.

The amendment affects the Consolidated Plan's Executive Summary pages 2-3, Introduction pages 2-3, and the Strategic Plan pages 2-3 "Lead and Participating Organizations" sections.

**PUBLIC HEARING**

Two public hearings are scheduled for the proposed substantial amendment. The first hearing will be held on April 21, 2010 at the San Diego City Land Use and Housing Committee at 202 "C" Street, 12th Floor, City Council Committee Room, San Diego, CA 92101. The Land Use and Housing Committee begins at 2:00 p.m. The second hearing will be held May 11, 2010 at San Diego City Council at 202 "C" Street, 12th Floor, Council Chambers, San Diego, CA 92101. This item is noticed for the 2 p.m. session.

The proposed amendment is available for review on the City's and Housing Commission's websites: [www.sandiego.gov/cdbg](http://www.sandiego.gov/cdbg) and [www.sdhc.org](http://www.sdhc.org). Please provide comments at the hearing or submit your comments in writing to Victoria Joes, San Diego Housing Commission, 1122 Broadway, Suite 300; San Diego, CA 92101 or via e-mail to [victoriaj@sdhc.org](mailto:victoriaj@sdhc.org).



## Lead and Participating Organizations

The following organizations participate in the Consolidated Planning process:

- **The City of San Diego.** The City of San Diego is the lead agency for the completion of the Five-Year Consolidated Plan, annual Action Plan and the Consolidated Annual Performance and Evaluation Report (CAPER). The city receives and administers the following HUD block grant programs:

- ~~HOME. The HOME Investment Partnerships Program was created in 1990. This program provides federal funds for a variety of housing activities including construction of affordable housing, acquisition and rehabilitation of affordable housing, owner-occupied housing rehabilitation, homebuyer downpayment assistance and counseling, and tenant-based rental assistance.~~
- **ADDI.** This is the newest HUD block grant program, created in 2003. The original intent of the program was to offer additional funds for downpayment assistance and increase homeownership, especially for minority groups; and
- **CDBG.** The Community Development Block Grant (CDBG) is both the oldest and largest of the HUD programs for housing and community development. CDBG can be used for:
  - construction and rehabilitation of community facilities including those that help special needs populations (e.g., homeless shelters);
  - removal of accessibility barriers from public buildings;
  - loans or grants to business for job training and hiring of lower income workers; demolition of property;
  - provision of operating dollars to social service organizations;
  - public infrastructure improvements (streets, sidewalks);
  - code enforcement;
  - housing activities, infrastructure extension in support of affordable housing, housing rehabilitation; site acquisition; lead-based paint detection and removal; and downpayment assistance; and
  - social service programs including childcare, homeless services, youth programs, crime, disability services, and neighborhood revitalization and senior services.

- ~~ESG. The Emergency Shelter Grant (ESG) program funds programs that help persons who are homeless and their families. ESG can be used for shelter rehabilitation, operations and maintenance of a homeless facility, supportive services for persons who are homeless (e.g., job training or child care), and homeless prevention activities.~~

- **San Diego Housing Commission.** The San Diego Housing Commission is the lead agency for the HOME and Emergency Shelter Grant programs.

- ~~HOME. The HOME Investment Partnerships Program was created in 1990. This program provides federal funds for a variety of housing activities including construction of~~

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affordable housing; acquisition and rehabilitation of affordable housing; owner-occupied housing rehabilitation; homebuyer downpayment assistance and counseling; and tenant-based rental assistance;

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- ESG. The Emergency Shelter Grant (ESG) program funds programs that help persons who are homeless and their families. ESG can be used for shelter rehabilitation; operations and maintenance of a homeless facility; supportive services for persons who are homeless (e.g., job training or child care); and homeless prevention activities.

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- **San Diego County Department of Housing and Community Development.** The final HUD block grant program, HOPWA—Housing Opportunities for Persons with HIV/AIDS, assists organizations that serve persons with HIV/AIDS with Acquisition, Rehabilitation or construction of affordable housing units; Short-term, Mortgage payment or Utility payments to prevent homelessness; Housing Information and Referral; Housing operations; Project or Tenant Based Rental Assistance; Resource Identification and related Support Services. HOPWA funds are granted to the largest jurisdiction within a County (in this case, San Diego). The city and county have agreed that the county will administer HOPWA funds.

The city retained BBC Research & Consulting (BBC) of Denver to complete the city's Five-Year Consolidated Plan.

#### **Top Housing and Community Development Needs**

The top housing needs identified through the quantitative (data collection and analysis) and qualitative (public input) research conducted for this Consolidated Plan are summarized in this section.

##### **Top housing needs identified in quantitative research**

Affordable housing—both rental and homes to buy. Although San Diego has been hit hard by the housing market crisis, housing prices are still very much out of reach to the city's lowest income residents, including those who rent, those who want to buy and existing owners. One reason is that housing costs have increased much faster than incomes since 2000. Specifically,

- In 2007, a renter in San Diego is paying \$446 more per month for the median rental unit than in 2000. This renter would need to earn \$17,800 more per year to cover the cost of this increase without being cost burdened. By comparison, the median income for renters in San Diego increased by \$12,000 between 2000 and 2007.
- Owners would need to earn about \$100,000 more to be able to afford the median priced home than they would have needed to earn in 2000. The median household income of San Diego owners has increased since 2000—but only by \$22,130.

When housing costs increase faster than incomes "cost burden" increases. In the housing industry, housing affordability is commonly defined in terms of the proportion of household income that is used to pay housing costs. Housing is "affordable" if no more than 30 percent of a household's monthly income is needed for rent, mortgage payments and utilities. When the

#### Compliance with Consolidated Plan Regulations

The City of San Diego's FY2010–2014 Consolidated Plan was prepared in accordance with Sections 91.100 through 91.230 of the U.S. Department of Housing and Urban Development's Consolidated Plan regulations.

#### Lead and Participating Organizations

The following organizations participate in the Consolidated Planning process:

- **The City of San Diego.** The City of San Diego is the lead agency for the completion of the Five-Year Consolidated Plan, annual Action Plan and the Consolidated Annual Performance and Evaluation Report (CAPER). The city receives and administers the following HUD block grant programs:
  - ~~HOME. The HOME Investment Partnership Program was created in 1990. This program provides federal funds for a variety of housing activities including construction of affordable housing, rehabilitation of affordable housing, acquisition of buildings for affordable housing, homebuyer downpayment assistance and counseling, and tenant-based rental assistance.~~
  - **ADDI.** This is the newest HUD block grant program, created in 2003. The original intent of the program was to offer additional funds for downpayment assistance and increase homeownership, especially for minority groups; and
  - **CDBG-housing related.** In past years, a portion of the city's CDBG grant was allocated to SDHC for housing activities. CDBG regulations allow fewer housing activities than HOME; CDBG can fund infrastructure extension in support of affordable housing, housing rehabilitation; site acquisition; lead-based paint detection and removal; and downpayment assistance.
- The city also manages the federal CDBG and ESG programs, in addition to social service programs including childcare, homeless services, youth programs, crime, disability services, and neighborhood revitalization and senior services.
  - **CDBG.** The Community Development Block Grant (CDBG) is both the oldest and largest of the HUD programs for housing and community development. In addition to the housing activities described above, CDBG can be used for:
    - construction and rehabilitation of community facilities including those that help special needs populations (e.g., homeless shelters);
    - removal of accessibility barriers from public buildings;
    - loans or grants to business for job training and hiring of lower income workers; demolition of property;
    - provision of operating dollars to social service organizations;
    - public infrastructure improvements (streets, sidewalks); and
    - code enforcement.

➤ ESG. The Emergency Shelter Grant (ESG) program funds programs that help persons who are homeless and their families. ESG can be used for shelter rehabilitation, operations and maintenance of a homeless facility, supportive services for persons who are homeless (e.g., job training or child care), and homeless prevention activities.

➤ San Diego Housing Commission. The San Diego Housing Commission is the lead agency for the HOME and Emergency Shelter Grant programs.

➤ HOME. The HOME Investment Partnerships Program was created in 1990. This program provides federal funds for a variety of housing activities including construction of affordable housing; rehabilitation of affordable housing; acquisition of buildings for affordable housing; homebuyer downpayment assistance and counseling; and renter-based rental assistance.

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■ **San Diego County Department of Housing and Community Development.** The final HUD block grant program, HOPWA—Housing Opportunities for Persons with HIV/AIDS, assists organizations that serve persons with HIV/AIDS with acquisition, rehabilitation or construction of affordable housing units; operations of facilities; rental assistance and short-term emergency payments to prevent homelessness. HOPWA funds are granted to the largest jurisdiction within a County (in this case, San Diego). The city and county have agreed that the county will administer HOPWA funds.

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#### Organization of Report

The Consolidated Plan is organized into eight sections and the Citizen Participation Plan attachment.

- Section I is the introduction to the report.
- Section II provides a demographic, economic and housing market overview of San Diego.
- Section III contains a housing market analysis and determination of the housing needs of special populations. For the purpose of the Consolidated Plan, special populations include elderly, particularly frail elderly; persons with physical disabilities; persons with developmental disabilities; persons with severe mental illnesses; persons with substance abuse problems; persons with HIV/AIDS; at-risk youth; victims of domestic violence and persons who are homeless and at-risk of homelessness.

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3-5 Year Strategic Plan General Questions response:

**Geographic allocation.** In the past, the City of San Diego has used a district-based geographic allocation for CDBG. This allocation formula considered the number of low and moderate income household in each City Council district and allocated CDBG dollars proportionately. The city is currently in the process of exploring other alternatives for allocating CDBG dollars; this effort is being led by a sub-committee of city leaders.

The programs funded by HOME, ESG and HOPWA dollars provide direct benefits to low and moderate income populations. These dollars are not allocated geographically. The location/place of residence of the low and moderate income households and of affordable housing developments determines the overall geographic allocation of these funds.

**Obstacles to meeting needs.** Although the City of San Diego benefits from local and state sources of revenue for affordable housing and community development, the dollars available to address housing and community development needs are small relative to total needs. The current economic climate is particularly challenging for the city: The city is seeing a new wave of homelessness related to the housing market, revenues to address needs have fallen, residents are losing their jobs and businesses are not hiring.

On the plus side, home prices have fallen, enabling more moderate income renters to afford to buy homes under conventional financing. In addition, the city will benefit from new federal funds to address many of its most acute and community development needs.

### **Managing the Process (91.200 (b))**

1. Lead Agency. Identify the lead agency or entity for overseeing the development of the plan and the major public and private agencies responsible for administering programs covered by the consolidated plan.

The City of San Diego. The City of San Diego is the lead agency for the completion of the Five-Year Consolidated Plan, an Annual Action Plan and the Consolidated Annual Performance and Evaluation Report (CAPER). The city receives and administers the following HUD block grant programs:

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The city retained BBC Research & Consulting (BBC) of Denver to complete the city's Five-Year Consolidated Plan.

2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who

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